

GreenCOM

Environmental Education and Communication Project

FINAL REPORT

INSTITUTIONAL DEVELOPMENT PLAN
FOR ESTABLISHING
THE WATER COMMUNICATION UNIT
IN THE
MINISTRY OF PUBLIC WORKS AND WATER RESOURCES

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GreenCOM FINAL REPORT

EGYPT WATER COMMUNICATION PROGRAM

The purpose of this delivery order (DO), according to the scope of work (SOW), was “to initiate the creation of a unit in the Ministry of Public Works and Water Resources to operate a comprehensive water communication program.” Work actually began May 4, 1995 with the arrival of Robert Kern, communication planning advisor, and John Woods, institutional development advisor and field team leader. Because the funding for this DO was linked to the Irrigation Management Systems (IMS) project, the original termination date was September 21, 1995. From the beginning, team members recognized that the DO could not create the water communication unit itself, but rather should assist the MPWWR to establish a necessary base and prepare an institutional development plan for the actual development of an operating water communication program. In the 4.5 months during which this DO operated, much was accomplished. There was an amendment to the contract in September which included a no-cost extension of the original contract by two months, which was mainly used to clean up administrative details. The total duration of the DO was thus officially 6.5 months.

A. Introduction and Overview

The original SOW had set aside six months for the DO. However, because of contracting delays, a little over four months was actually available for the technical assistance portion of the contract. Implementation was timely, with full cooperation and participation of MPWWR and USAID/Egypt. All the activities listed in the SOW and work plan were carried out and the deliverables produced.

The first component of the assignment was to formulate a draft communication strategy for MPPWR and present a plan for initial establishment of the new Water Communication Unit (WCU). The strategy was presented to the minister, MPWWR senior staff, and USAID officials on June 18, 1995. On July 15, 1995, H.E. Minister Rady signed a decree officially establishing the Water Communication Unit, listing the functions of the unit, and appointing the staff. Included in this component was a visit by Mona Grieser, GreenCOM senior EE&C and gender specialist, who prepared a report on the role of women in irrigation programs and how communication programs should address gender concerns.



The second component was a pilot communication campaign to provide training to WCU staff and demonstrate to ministry officials how a campaign is designed and implemented. Due to the short time available, a single mesqa was selected (a mesqa is a ditch belonging to the community that delivers water to the farms). The participatory campaign focused on stimulating cooperation among farmers and involving the community in the mesqa clean-up. An excellent research study on the target community was done, which provided MPWWR, USAID and other groups with valuable information on how to stimulate community participation. This activity was followed up by a successful community-based participatory communication program, which has been documented on videotape.

The third component focused on training WCU staff. All GreenCOM team members involved on this DO provided training, including Anthony Meyer, USAID/Washington GreenCOM project officer. Two WCU staff participated, through sponsorship from another IMS project, in a one-month workshop at Colorado State University at the beginning of the DO. One of the CSU instructors, Dan Hilleman, conducted a special two-week short course in Port Said for nine of the WCU staff. Dr. Kern provided

leadership for on-the-job training of the staff, preparing a working document that described the completed training and remaining needs. GreenCOM advisors conducted on-the-job training each day whenever possible. The training included field trips and WCU staff participation in the pilot campaign. Training for this DO focused on introducing the new staff to responsibilities they would soon undertake. Since the unit was in the formative stages, traditional training involving real communication tasks could not be carried out. Future training, however, will focus on creating actual communications programs.

The fourth component of the effort was to prepare an institutional development plan that provided the MPWWR with recommendations for establishing and building the capabilities of the new Water Communication Unit. During this period, the MPWWR communication strategy was revised and finalized. A detailed institutional development plan was prepared with full involvement of the WCU staff. The plan contains information on WCU's role, functions, future services, job descriptions, and initial work plans for each program. A special 2.5 hour briefing was given to the minister, 35 senior MPWWR staff, USAID officials, and other donor representatives in which the final strategy was discussed, the pilot campaign documentary video presented, future services described, and the institutional development plan presented and discussed. Information was also gathered for USAID concerning possible follow-up assistance to the Water Communication Unit. In addition, a small amount of equipment and supplies was also procured for the WCU unit.

The following sections provide more details concerning each of the components.

B. Component #1: Create a Water Communication Strategy and Program Plan

This component was designed to help the MPWWR to begin the process of planning the establishment of a water communication program.

B1. SOW Specified

The following activities were listed in the SOW for this component:

- Identify the primary role and responsibilities of the water education and communication unit.
- Finalize a detailed work plan for the project, including a training plan.
- Prepare an overall strategy for the water education and communication program that spells out the purpose, target audiences, and priority subjects to address.
- Consider gender-related needs and impact during strategy development.
- Conduct a workshop for senior MPWWR and other officials to review the completed strategy.
- Work with the Irrigation Department or other MPWWR units and local communications consultants to identify a subject for a pilot campaign on water conservation and collect technical information for the campaign.

B2. Inputs and Activities

During the project, the following activities were carried out:

Drs. Kern and Woods, working with Dr. Wadie Fahim, USAID project officer, Eng. Abd El-Rahman Shalaby, undersecretary for Minister's Technical Office, and Eng. Ahmed Fahmy, MPWWR project coordinator, interviewed senior MPWWR officials to assess priority areas to address and discuss what MPWWR officials wanted from the new communication unit. A list of projects and programs were prepared and reviewed with MPWWR officials. This work was closely coordinated with the International Irrigation Management Institute (IIMI) team, which also worked with the ministry. A draft strategy report was prepared and an executive summary distributed to all MPWWR senior staff, USAID officials, and other donor representatives.

The MPWWR minister and senior staff understand the seriousness of Egypt's water scarcity problem and the need to encourage people to conserve water and prevent water pollution. These leaders also recognize that engineering solutions alone are not enough. The human dimension must be added to their programs. The ministry has embarked upon a bold new way to do business—with a participatory communication program.

With assistance from local communication planning consultant Dr. Bassouni Hamada, Drs. Kern and Woods worked with Eng. Ahmed Fahmy and MPWWR staff being considered for the Water Communication Unit to identify the role and future functions of the unit. This information was included in the strategy paper. A series of memos was prepared for Eng. Ahmed Fahmy and Dr. Hesham Moustafa, who was later named the WCU director, on actions the MPWWR should take to establish the unit. A detailed work plan for GreenCOM inputs was prepared and reviewed with USAID and MPWWR officials. In addition, a training plan was prepared and discussed with MPWWR and USAID officials. During this time, the decision was made that the overseas training that had been planned for two participants would be changed to bringing Dr. Hilleman to Egypt to conduct a workshop for all the WCU staff.

With assistance from Robert Kern, GreenCOM campaign advisor William Smith worked with MPWWR and USAID officials to identify a pilot campaign subject. Ministry officials identified the location of the pilot campaign as well as staff who would be involved. Dr. Smith prepared a preliminary pilot campaign proposal.

A two-hour briefing seminar was conducted for the MPWWR minister and approximately 25 senior staff, USAID officials and representatives from other donors. Presentations were given by Drs. Kern, Smith, and Woods. Ray Waldron gave a brief presentation from USAID. H.E. Minister Rady led the discussion with senior ministry staff to seek recommendations and help determine priorities for the new WCU program. Proceedings of the seminar, held on June 18, 1995, were prepared and distributed to all the participants. On July 15, 1995, the minister issued Ministerial Decree No. 219, which formally established the Water Communication Unit and appointed its 10 staff members.

Mona Grieser spent approximately 10 days working with the DO, conducting a seminar for WCU staff on gender concerns related to irrigation programs and how gender would affect the communication program. She prepared a discussion document and reviewed it with the WCU staff. The document was also included in the draft strategy paper distributed to senior MPWWR, USAID, and other officials.

In some mesqas, up to 22 percent of the farmers are women. Women provide leadership roles in some of the water-user associations. However, information needs of men and women are different and the communication program should take these differences into account.

B3. Deliverables

As part of this component, the following deliverables were produced:

- A detailed work plan for the DO including GreenCOM and MPWWR inputs and activities was prepared.
- A 25 page working document entitled “Suggested Strategy for Establishing a Water Resources Communications and Awareness Unit” was prepared and distributed to senior MPWWR staff and USAID officials. An executive summary of this document was also prepared and distributed to all key officials. The document was revised during component 4 of the DO and published as “The MPWWR Communication Strategy.”
- A working document entitled, “Discussion Paper on Gender” was also prepared and discussed with the WCU staff and other officials.
- Proceedings from the briefing seminar on the strategy was prepared as a report and distributed to all who participated.
- A training plan was prepared and reviewed with MPWWR and USAID officials.
- A working document entitled “Pilot Communication Campaign Implementation Plan” was prepared and reviewed with MPWWR and USAID officials.
- A series of memos was prepared and reviewed with Eng. Ahmed Fahmy, Dr. Hesham, and Dr. Wadie, which provided suggestions on how to establish the office, staffing, facilities, and other issues.

An effective MPWWR water communication program must include recommendations that have a solid technical base, and be economically viable, politically feasible, and socially acceptable.

C. Component #2: Design and Produce a Pilot Campaign

The purpose of the pilot campaign was to provide training to the WCU staff and demonstrate to senior MPWWR officials the basic steps involved in designing and implementing a good communication campaign. Because of the short time period available, a single mesqa was selected and a participatory approach used in encouraging farmers to cooperate in cleaning and maintaining the mesqa. The final activity was a demonstration of how to stimulate community participation rather than a normal awareness campaign. The results of the pilot campaign were surprisingly successful: the farmers organized themselves, collected money from farmers along the mesqa, and hired a machine to clean the mesqa. The community got involved in the process and began developing a long-term plan to keep solid waste from being thrown in the mesqa. An excellent research study conducted on the community guided the pilot campaign and provided MPWWR with insight into how it could improve its working relationships with farmers and communities.

C1. SOW Specified

The following activities were listed in the SOW:

- Create a plan for a pilot campaign focusing on specific water conservation practices developed through the IMS project.

- Prepare a plan for conducting audience research for the pilot campaign with input from a social marketing research advisor and a local consultant.
- Conduct the audience research.
- Complete the creative design work for the pilot campaign.
- Direct production of the campaign materials/programs.
- Disseminate the campaign.
- Evaluate the campaign with input from local consultants.

C2. Inputs and Activities

Working with the WCU and senior MPWWR staff and in consultation with USAID, William Smith helped prepare the plan for the pilot campaign. As a part of this effort, Dr. Smith and ministry officials visited the pilot site. Dr. Smith also identified local consultants and firms to carry out the work. The decision was made to use local expertise rather than bringing in expatriate advisors, mainly because of the language capabilities and excellent communication resources available in Egypt. The plan was actually prepared during component #1; because of the short time period, it became the operational plan for the pilot campaign.

The firm of Wafai & Associates was contracted to conduct audience research for the pilot campaign. Dr. Mohamad Wafai worked with Dr. Smith and MPWWR officials in the design of the research. Dr. Wafai and his staff conducted the field research using a combination of focus groups and in-depth interviews. They also provided two days of training for the WCU staff on interview techniques and used the staff to help with the interviews. Dr. Wafai gave briefing seminars to MPWWR and USAID staff on the findings of the campaign.

The problem of keeping mesqas clean cannot be separated from other community problems. For example, the lack of a village garbage collection system prevents keeping mesqas free of garbage.

Using the field research as the base, Dr. Farag Elkamal and his company, Center for Development Communication (CDC), were contracted to design and implement the pilot campaign. The approach was to first interview farmers and community leaders on videotape, asking them to explain problems related to the mesqa and their suggestions for improvement. This was followed by a community meeting where these interviews were shown, followed by a “town meeting” where decisions for action were taken. This process led to farmers’ establishing a committee to collect money from farmers along the mesqa and hiring a machine to clean the mesqa. The MPWWR provided some equipment to pick up the refuse and haul it away. Observers noted the speed with which these actions occurred, the success achieved in securing cooperation among the farmers, and the level of community involvement. At the same time, it was realized that the root problem—the lack of garbage collection and wastewater treatment—had not been resolved, and that long-term maintenance of the mesqa would thus be difficult. However, this activity did demonstrate to MPWWR and others that community participation and action can be stimulated through a well-designed campaign.

Part of the campaign was to videotape farmers and villagers to stimulate discussion during the village meeting. This was done successfully. Dr. Smith's plan specified that the whole process would be videotaped and a documentary prepared that could be shown to MPWWR officials, used in training MPWWR field staff in participatory methods, and broadcast in its entirety or in segments on television. The unedited version of the videotape in various stages of production was shown and reviewed with MPWWR and USAID officials. The entire 30-minute documentary tape was shown to the minister and approximately 35 senior ministry officials as part of the second briefing seminar (see component #4).

A special presentation by Drs. Woods, Wafai, and Farag Elkamal was given to approximately 20 USAID officials describing the pilot campaign as a successful village participatory exercise. The presentation summarized the research findings, and included a special seven-minute summary of the documentary tape. The documentary tape was prepared with English subtitles for non-Arabic speaking groups.

The MPWWR listened to the people in the demonstration mesqa clean-up program. Villagers said that the basic problem was the lack of garbage pick up service, which is the responsibility of another ministry. MPWWR worked with the village to construct a garbage collection box next to the mesqa. The village made the arrangements and paid for carrying away the garbage. MPWWR is now investigating similar construction arrangements for other mesqas, which will save the ministry, farmers, and the community money and help maintain clean mesqas.

The decision was made to have the WCU staff do the follow-up evaluation of the campaign, rather than using an outside local consultant. This was done. The WCU staff found that some garbage had been dumped into the mesqa because the system of garbage collection had not yet been resolved. However, the community appeared receptive to working together to resolve the other problems that will affect the long-term well-being of the mesqa. The farmers and community seemed willing to work together to address other issues related to water conservation and prevention of water pollution. The ministry agreed to assist by building a garbage collection box.

C3. Deliverables

- The pilot communications campaign implementation plan prepared in component #1 served as the overall plan for the pilot campaign.
- The field research produced a report entitled "Perceptions, Attitudes, and Behavior of Egyptian Farmers Regarding Irrigation Canals: Qualitative Audience Research Report (Baseline)."
- A special briefing concerning the pilot campaign was held for USAID mission officials.
- The documentary tape about the pilot campaign was shown to the minister and MPWWR senior staff.
- The pilot campaign resulted in a clean mesqa for several weeks. More important, the campaign showed that such efforts can have an effect on attitudes in the community, convincing people that by working together, they can address problems such as garbage collection services and wastewater treatment, resulting in long-term improvement of the mesqa and the resolution of other problems facing the community. The MPWWR continued contact with the community and agreed to construct a garbage collection bin. The community agreed to contract a group to haul away the solid waste.

While women normally do not clean mesqas, they play a vital role in keeping the mesqas clean as they are responsible for family waste disposal.

- Four versions of the videotape were produced:
 - Interviews of farmers and community leaders for use in the community meeting (these interviews could be used in other communities in the future)
 - Documentary tape showing how the campaign was carried out and its successful results
 - A seven-minute summary of the documentary tape to show to special groups
 - A special version of the documentary tape with English subtitles

D. Component #3: Provide Initial Training and Other Assistance

The WCU was officially created on July 15, 1995 and 10 MPWWR staff were assigned to the unit—4 engineers, 5 graduates from Cairo University Faculty of Mass Communication (2 journalism, 2 broadcasting, and 1 public relations), and 1 rural sociologist. None of the staff had prior work experience in the development communication field. Therefore, one of the objectives of the DO was to provide training to the staff to help them understand their jobs and, where possible, to help teach skills. This was done through on-the-job training and in workshops.

D1. SOW Specified

The following activities were listed in the SOW:

- Arrange for in-country training and on-the-job training by project advisors and local consultants.
- Arrange for two MPWWR staff to attend the Development Communications Planning Short Course at Iowa State University (held in the summer).
- Make communications workshops provided by the PRIDE NWRC Water Quality Conservation Unit buy-in available to Egyptians involved in the project.
- Provide any computer equipment needed for starting the water communications program.

D2. Inputs and Activities

Robert Kern provided the leadership for staff training. During his visits, he worked with the staff almost every morning, conducting formal group training sessions or working with individual staff members. His training combined strategic planning (identifying the goal, audience, and methods of a communication program) and practical skills (desktop publishing, for example). Early in the project, Dr. Kern did a training needs assessment, which guided him in developing the training program. At the end of the project, he prepared a paper describing the training that had been done and provided recommendations for future training.

John Woods worked with the staff in formal and informal sessions focusing on institutional development issues including developing role and functions of the WCU, job descriptions, and services to be provided. He also helped the staff prepare their presentations for the second briefing seminar to the minister and senior MPWWR staff. Dr. Woods also prepared a paper, "A Communication Primer," and discussed it with the staff. As part of the training, several WCU staff members were taken on field trips. Drs. Woods and Kern took the staff to spend a day at the National Irrigation Training Center. Dr. Kern took the staff to visit a Irrigation Improvement Project (IIP) site, and with Dr. Smith, visited the pilot campaign site. Drs. Kern and Meyer later revisited the pilot campaign site. Dr. Bassouni took the staff to visit a number of communications-related groups in Cairo, including mass media, research organizations, and advertising agencies. Dr. Hilleman took the staff to visit a graphic arts production company. Dr. Kern took the research coordinator to the Agricultural Extension and Rural Development Research Institute (AERDRI) to review the communication research carried out by the institute and explore possible ways the WCU could cooperate with the institute's work.

Mona Grieser conducted a seminar for the staff on the role of women in irrigation programs and their special communication needs. She also prepared a paper on gender concerns and distributed it to the staff. She worked with the WCU staff on integrating research information into communication programs.

William Smith conducted briefing sessions for the staff on how to plan and implement campaigns. He went with some of the staff to the pilot project site and reviewed how the campaign should be carried out. Dr. Smith also prepared a paper, "Sales Force Training of MPWWR Field Staff," and discussed it with USAID and MPWWR officials. This paper contributed to the decision of the ministry to include in the Ministerial Decree that the WCU, in cooperation with the National Irrigation Training Center, would train field staff on how to more effectively communicate and work with MPWWR clientele.

During the pilot campaign, Dr. Wafai conducted a two-day workshop for the WCU staff on how to conduct interviews and analyze data. Dr. Elkamal had the WCU staff participate in the videotaping of the documentary. Dr. Kern and Anthony Meyer, USAID/ Washington GreenCOM project officer, took some of the staff back to the pilot campaign site after the campaign to evaluate what had happened. Dr. Meyer met several times with the WCU staff to share experiences from GreenCOM programs in other countries and show them examples of materials produced.

At the beginning of the DO, it was found that seven MPWWR staff were at Colorado State University (CSU) for a special one-month communication training course. Two of the participants were WCU staff. Team members also learned that the Iowa State University short course was not going to be offered that year. The team therefore recommended that one of the instructors from the CSU course, Dan Hilleman, be brought to Egypt to conduct the course for WCU staff. This was done as a two-week workshop in Port Said, followed by one week in Cairo for all the staff, including the two who had gone to CSU. Dr. Hilleman prepared a detailed report on the workshop. One of the outputs of the workshop was

a prototype newsletter describing the WCU. This experience can be used by the staff in preparing the MPWWR internal newsletter.

The PRIDE workshop for the NWRC Water Quality Conservation Unit on technical writing was canceled. Some of the NWRC staff were instead invited to the workshop Dr. Kern conducted during his first trip.

Dr. Woods and Prof. Ali Agwa, local communication consultant and advisor to MPWWR, worked with Dr. Hesham in organizing weekly staff meetings to discuss what each staff member was doing and to brief each other on new programs.

MPWWR has more than 80,000 staff located throughout Egypt—the front line workers of the ministry. MPWWR staff are an important target audience for the messages of water scarcity and the need for water conservation and pollution prevention. The new WCU has been asked to train MPWWR field staff to communicate more effectively with farmers and communities.

It was possible to shift some unspent funds to increase the amount of equipment and supplies that could be purchased for the WCU. Since the unit was just starting, it had almost no equipment. Approximately \$35,000 was allocated for purchasing a computer system, data/video projector, 35 mm projector, and other equipment. Basic supplies for establishing the office were also purchased. Dr. Wadie and Prof. Ali Agwa also helped the unit to establish contacts with the IMS Monitoring Office to secure additional computers and office equipment.

D3. Deliverables

- During the period devoted to component #1, a training plan was prepared and reviewed with MPWWR and USAID. A training needs assessment was prepared by Dr. Kern.
- A two-week workshop for nine participants was conducted in Port Said by Dr. Hilleman. A paper was prepared to document the workshop which included examples of communications materials produced during the workshop.
- Approximately 40 half-days of formal and on-the-job training was done for WCU staff by GreenCOM advisors.
- Twelve field trips were organized for the WCU staff.
- A paper, “Sales Force Training of MPWWR Field Staff,” was produced and discussed with MPWWR and USAID officials.
- A paper, “A Communication Primer,” was produced and discussed with the WCU staff.
- Approximately \$35,000 worth of equipment and supplies was purchased for the WCU.
- A discussion paper, “Helping to Create and Train Water Communication Unit Staff,” was prepared by Dr. Kern and distributed to MPWWR and USAID officials.

E. Component #4: Prepare an Institutional Development Plan

This component drew upon the work done in the other components, focusing on tasks that remained in establishing a fully operational professional communications unit. The overall purpose of this DO was to help MPWWR create the WCU and identify WCU staff. While much was accomplished in a short time, the communications field is complex and the WCU requires well-trained, experienced staff, as well as proper equipment, facilities, and operating procedures to become a functioning unit. This component helped MPWWR identify the functions and services to be provided by the WCU. While job descriptions were drawn up for the staff, the unit is just beginning to operate.

E1. SOW Specified

The SOW listed the following activities:

- Assess the capabilities and resources that currently exist in the unit.
- Provide recommendations to the MPWWR on what should be done to establish a fully operating water communication unit and program.
- Provide briefings to MPWWR senior staff and donor agencies on the institutional development plan and their roles in implementation.
- Revise the program strategy and the functions/responsibilities of the water communication unit based on the experience gained.

E2. Inputs and Activities

Drs. Woods and Kern had a series of meetings with MPWWR senior staff, WCU staff, and USAID officials to review the original draft of the strategy paper, which covered subjects including MPWWR priorities and recommendations for establishing the WCU. Since the WCU had already been officially established by the Minister's Decree, it was decided that the strategy paper should be revised to become the MPWWR communication strategy. The sections of the original paper related to the establishment of the WCU would be shifted to and expanded upon in the institutional development report. The strategy paper went through at least five revisions before being finalized and printed for distribution.

All the GreenCOM advisors participated in the assessment of capabilities and resources of the staff and unit. The conclusion was that the WCU was just starting, and had thus far produced very little. The unit had almost no equipment, except for a few items bought at the end of the DO. However, the GreenCOM advisors concluded that the unit's staff were bright and motivated. Staff members' practical training was weak, with little relevance to development communication. However, with training and a "guided practice" approach to showing the staff how to develop and produce programs, there was much promise for the WCU. The advisors' conclusion was that the institutional development plan was very important and should be emphasized.

Dr. Woods and Dr. Hesham worked together to prepare the institutional development plan. It was originally developed in sections, often as an outgrowth of brainstorming sessions with the staff.

Greater public awareness should lead to the introduction of water policy reforms. Programs such as cost recovery for improved mesqas will not be accepted by farmers unless they first understand the implications of water scarcity and comprehend that improved mesqas and water conservation practices will benefit them.

Examples include the development of the list of services to be provided, job descriptions, and identifying the equipment needed. Working documents containing the various draft sections of the report were then reviewed with MPWWR and USAID officials. Drs. Kern and Woods worked with the WCU staff in developing the initial work plans, which were included in the institutional plan. The institutional development plan report was then assembled, edited, and printed.

On September 18, 1995, exactly three months following the original briefing, a briefing seminar was conducted for the minister and roughly 35 senior MPWWR staff, USAID officials, and representatives from other donors. A total of 51 people participated in the 2.5 hour seminar. The seminar was jointly organized by the WCU staff and Drs. Kern and Woods. Dr. Kern presented the revised MPWWR communication strategy and the pilot campaign video documentary was shown. The WCU staff each gave presentations on the services that the unit would develop. Dr. Woods then presented the institutional development strategy, focusing heavily on the interaction between the WCU and ministry departments.

During this period, weekly project management meetings were established involving Eng. Ahmed Fahmy, Dr. Heshim, Dr. Wadie, Prof. Ali Agwa and GreenCOM advisors. These sessions covered issues related to establishing the unit as well as reviewing the strategy and sections of the institutional development plan. With the help of Prof. Ali Agwa, Dr. Heshim held weekly WCU staff meetings to review what each staff member was doing and planning work for the coming week.

Working with Dr. Wadie, Dr. Woods prepared information for USAID to use in developing a possible follow-up project with MPWWR to support the WCU and to get the communication program up and operating.

E3. Deliverables

- The report, “The Ministry of Public Works and Water Resources Communication Strategy,” was finalized and reviewed with MPWWR and USAID officials.
- Drs. Kern and Hilleman included recommendations in their training reports on the types of training needed in the future.
- A report “Institutional Development Plan for Establishing the Water Communication Unit in MPWWR,” was completed and reviewed with MPWWR and USAID officials.
- A briefing seminar was organized jointly by WCU staff and the GreenCOM advisors for the minister, senior MPWWR staff, USAID officials, and representatives from other donors.
- Weekly project management meetings and weekly WCU staff meetings were conducted.
- Information was prepared for USAID to use in developing a possible follow-up project for supporting the WCU.

Since Egypt does not have academic programs or a professional cadre in development communication—combining technical subjects such as water engineering and communications—the new unit is staffed with a combination of engineers and communication specialists. The four engineers will be trained as communication planners and serve as the link with the technical departments. The five trained communications specialists will produce communication materials and maintain links with the mass media. The unit's sociologist will be responsible for communication research.

F. Conclusions and Recommendations

Even though this DO was short, it was a productive activity and much was accomplished. However, more support is needed before the WCU is a fully operating professional development communication unit. The following are observations and recommendations to support this goal:

Support at senior level. Clearly, one of the keys to the success of this DO and, more important, to the future of the WCU is the support it receives from H.E. Minister Radi and other senior staff in MPWWR. It is important for them to realize that it will take time to develop the unit into a fully functioning professional operation. Like most disciplines, development communications requires professionally trained staff with a wide variety of experiences. WCU staff members must be guided and encouraged to realize their potential.

No role model available. One of the greatest difficulties is that there is no other program in Egypt or in the region to serve as a role model for WCU staff and MPWWR officials. WCU staff thus have difficulties in fully understanding what they should be doing. It is important that future assistance programs take a “guided practice” approach to expose WCU staff to how professional development communication units operate. The ministry strategy and institutional development plans establish an excellent framework on what the WCU should do, what programs to develop, priority subjects to address, and the overall approach to be taken. What is now needed, through the guided practice approach, is to show the staff how to operationalize the program: design and manage campaigns, produce various types of communications materials and programs on technically oriented development subjects, work with ministry technical specialists and policy makers, negotiate with mass media, and other practical skills.

Establishing basic services. There are a number of activities that the WCU must carry out. The first is to get to know the ministry, its programs, and concerns. Secondly, the WCU needs to establish contact with the major channels of communication in Egypt including mass media, NGOs, schools, and other groups. Included in this are groups such as the Agricultural Extension and Rural Development Research Institute (AERDRI) which collects research on communication with farmers and other groups. Finally, the WCU must establish basic services: put together news releases for the mass media, prepare people for interviews on radio and TV, produce the MPWWR internal newsletter, and other tasks. This will require establishing contacts with groups who can be contracted to do printing, produce TV videos and conduct communication research. Having these basic services operating will be necessary to the effective design and implementation of awareness campaigns.

While communications media are important for public awareness, community participation is essential in encouraging farmers to properly maintain mesqas.

Need for further assistance. It is estimated that approximately three years of additional outside assistance will be needed for training staff, securing needed equipment, and getting the program operational. WCU needs include expatriate and local advisors, staff training, equipment and supplies, and funds for contracting local services.

A bold new approach for the MPWWR. The establishment of the water communication program as a participatory approach is a new way of doing business for the MPWWR. It introduces the human component into the ministry’s traditional engineering-focused program. Getting feedback from ministry clientele will be important in judging the effectiveness of policies formulated by the MPWWR and deciding whether these policies are being properly implemented. While the ministry is to be congratulated on taking

this new approach, it will require much effort to inform and win over ministry staff, both at the headquarters and in the field. The results will most certainly be worth the effort.

GreenCOM FINAL REPORT

EGYPT WATER COMMUNICATION PROGRAM

The purpose of this delivery order (DO), according to the scope of work (SOW), was “to initiate the creation of a unit in the Ministry of Public Works and Water Resources to operate a comprehensive water communication program.” Work actually began May 4, 1995 with the arrival of Robert Kern, communication planning advisor, and John Woods, institutional development advisor and field team leader. Because the funding for this DO was linked to the Irrigation Management Systems (IMS) project, the original termination date was September 21, 1995. From the beginning, team members recognized that the DO could not create the water communication unit itself, but rather should assist the MPWWR to establish a necessary base and prepare an institutional development plan for the actual development of an operating water communication program. In the 4.5 months during which this DO operated, much was accomplished. There was an amendment to the contract in September which included a no-cost extension of the original contract by two months, which was mainly used to clean up administrative details. The total duration of the DO was thus officially 6.5 months.

A. Introduction and Overview

The original SOW had set aside six months for the DO. However, because of contracting delays, a little over four months was actually available for the technical assistance portion of the contract. Implementation was timely, with full cooperation and participation of MPWWR and USAID/Egypt. All the activities listed in the SOW and work plan were carried out and the deliverables produced.

The first component of the assignment was to formulate a draft communication strategy for MPPWR and present a plan for initial establishment of the new Water Communication Unit (WCU). The strategy was presented to the minister, MPWWR senior staff, and USAID officials on June 18, 1995. On July 15, 1995, H.E. Minister Rady signed a decree officially establishing the Water Communication Unit, listing the functions of the unit, and appointing the staff. Included in this component was a visit by Mona Grieser, GreenCOM senior EE&C and gender specialist, who prepared a report on the role of women in irrigation programs and how communication programs should address gender concerns.



The second component was a pilot communication campaign to provide training to WCU staff and demonstrate to ministry officials how a campaign is designed and implemented. Due to the short time available, a single mesqa was selected (a mesqa is a ditch belonging to the community that delivers water to the farms). The participatory campaign focused on stimulating cooperation among farmers and involving the community in the mesqa clean-up. An excellent research study on the target community was done, which provided MPWWR, USAID and other groups with valuable information on how to stimulate community participation. This activity was followed up by a successful community-based participatory communication program, which has been documented on videotape.

The third component focused on training WCU staff. All GreenCOM team members involved on this DO provided training, including Anthony Meyer, USAID/Washington GreenCOM project officer. Two WCU staff participated, through sponsorship from another IMS project, in a one-month workshop at

Colorado State University at the beginning of the DO. One of the CSU instructors, Dan Hilleman, conducted a special two-week short course in Port Said for nine of the WCU staff. Dr. Kern provided leadership for on-the-job training of the staff, preparing a working document that described the completed training and remaining needs. GreenCOM advisors conducted on-the-job training each day whenever possible. The training included field trips and WCU staff participation in the pilot campaign. Training for this DO focused on introducing the new staff to responsibilities they would soon undertake. Since the unit was in the formative stages, traditional training involving real communication tasks could not be carried out. Future training, however, will focus on creating actual communications programs.

The fourth component of the effort was to prepare an institutional development plan that provided the MPWWR with recommendations for establishing and building the capabilities of the new Water Communication Unit. During this period, the MPWWR communication strategy was revised and finalized. A detailed institutional development plan was prepared with full involvement of the WCU staff. The plan contains information on WCU's role, functions, future services, job descriptions, and initial work plans for each program. A special 2.5 hour briefing was given to the minister, 35 senior MPWWR staff, USAID officials, and other donor representatives in which the final strategy was discussed, the pilot campaign documentary video presented, future services described, and the institutional development plan presented and discussed. Information was also gathered for USAID concerning possible follow-up assistance to the Water Communication Unit. In addition, a small amount of equipment and supplies was also procured for the WCU unit.

The following sections provide more details concerning each of the components.

B. Component #1: Create a Water Communication Strategy and Program Plan

This component was designed to help the MPWWR to begin the process of planning the establishment of a water communication program.

B1. SOW Specified

The following activities were listed in the SOW for this component:

- Identify the primary role and responsibilities of the water education and communication unit.
- Finalize a detailed work plan for the project, including a training plan.
- Prepare an overall strategy for the water education and communication program that spells out the purpose, target audiences, and priority subjects to address.
- Consider gender-related needs and impact during strategy development.
- Conduct a workshop for senior MPWWR and other officials to review the completed strategy.
- Work with the Irrigation Department or other MPWWR units and local communications consultants to identify a subject for a pilot campaign on water conservation and collect technical information for the campaign.

B2. Inputs and Activities

During the project, the following activities were carried out:

Drs. Kern and Woods, working with Dr. Wadie Fahim, USAID project officer, Eng. Abd El-Rahman Shalaby, undersecretary for Minister's Technical Office, and Eng. Ahmed Fahmy, MPWWR project coordinator, interviewed senior MPWWR officials to assess priority areas to address and discuss what MPWWR officials wanted from the new communication unit. A list of projects and programs were prepared and reviewed with MPWWR officials. This work was closely coordinated with the International Irrigation Management Institute (IIMI) team, which also worked with the ministry. A draft strategy report was prepared and an executive summary distributed to all MPWWR senior staff, USAID officials, and other donor representatives.

The MPWWR minister and senior staff understand the seriousness of Egypt's water scarcity problem and the need to encourage people to conserve water and prevent water pollution. These leaders also recognize that engineering solutions alone are not enough. The human dimension must be added to their programs. The ministry has embarked upon a bold new way to do business—with a participatory communication program.

With assistance from local communication planning consultant Dr. Bassouni Hamada, Drs. Kern and Woods worked with Eng. Ahmed Fahmy and MPWWR staff being considered for the Water Communication Unit to identify the role and future functions of the unit. This information was included in the strategy paper. A series of memos was prepared for Eng. Ahmed Fahmy and Dr. Hesham Moustafa, who was later named the WCU director, on actions the MPWWR should take to establish the unit. A detailed work plan for GreenCOM inputs was prepared and reviewed with USAID and MPWWR officials. In addition, a training plan was prepared and discussed with MPWWR and USAID officials. During this time, the decision was made that the overseas training that had been planned for two participants would be changed to bringing Dr. Hilleman to Egypt to conduct a workshop for all the WCU staff.

With assistance from Robert Kern, GreenCOM campaign advisor William Smith worked with MPWWR and USAID officials to identify a pilot campaign subject. Ministry officials identified the location of the pilot campaign as well as staff who would be involved. Dr. Smith prepared a preliminary pilot campaign proposal.

A two-hour briefing seminar was conducted for the MPWWR minister and approximately 25 senior staff, USAID officials and representatives from other donors. Presentations were given by Drs. Kern, Smith, and Woods. Ray Waldron gave a brief presentation from USAID. H.E. Minister Rady led the discussion with senior ministry staff to seek recommendations and help determine priorities for the new WCU program. Proceedings of the seminar, held on June 18, 1995, were prepared and distributed to all the participants. On July 15, 1995, the minister issued Ministerial Decree No. 219, which formally established the Water Communication Unit and appointed its 10 staff members.

Mona Grieser spent approximately 10 days working with the DO, conducting a seminar for WCU staff on gender concerns related to irrigation programs and how gender would affect the communication program. She prepared a discussion document and reviewed it with the WCU staff. The document was also included in the draft strategy paper distributed to senior MPWWR, USAID, and other officials.

In some mesqas, up to 22 percent of the farmers are women. Women provide leadership roles in some of the water-user associations. However, information needs of men and women are different and the communication program should take these differences into account.

B3. Deliverables

As part of this component, the following deliverables were produced:

- A detailed work plan for the DO including GreenCOM and MPWWR inputs and activities was prepared.
- A 25 page working document entitled “Suggested Strategy for Establishing a Water Resources Communications and Awareness Unit” was prepared and distributed to senior MPWWR staff and USAID officials. An executive summary of this document was also prepared and distributed to all key officials. The document was revised during component 4 of the DO and published as “The MPWWR Communication Strategy.”
- A working document entitled, “Discussion Paper on Gender” was also prepared and discussed with the WCU staff and other officials.
- Proceedings from the briefing seminar on the strategy was prepared as a report and distributed to all who participated.
- A training plan was prepared and reviewed with MPWWR and USAID officials.
- A working document entitled “Pilot Communication Campaign Implementation Plan” was prepared and reviewed with MPWWR and USAID officials.
- A series of memos was prepared and reviewed with Eng. Ahmed Fahmy, Dr. Hesham, and Dr. Wadie, which provided suggestions on how to establish the office, staffing, facilities, and other issues.

An effective MPWWR water communication program must include recommendations that have a solid technical base, and be economically viable, politically feasible, and socially acceptable.

C. Component #2: Design and Produce a Pilot Campaign

The purpose of the pilot campaign was to provide training to the WCU staff and demonstrate to senior MPWWR officials the basic steps involved in designing and implementing a good communication campaign. Because of the short time period available, a single mesqa was selected and a participatory approach used in encouraging farmers to cooperate in cleaning and maintaining the mesqa. The final activity was a demonstration of how to stimulate community participation rather than a normal awareness campaign. The results of the pilot campaign were surprisingly successful: the farmers organized themselves, collected money from farmers along the mesqa, and hired a machine to clean the mesqa. The community got involved in the process and began developing a long-term plan to keep solid waste from being thrown in the mesqa. An excellent research study conducted on the community guided the pilot campaign and provided MPWWR with insight into how it could improve its working relationships with farmers and communities.

C1. SOW Specified

The following activities were listed in the SOW:

- Create a plan for a pilot campaign focusing on specific water conservation practices developed through the IMS project.
- Prepare a plan for conducting audience research for the pilot campaign with input from a social marketing research advisor and a local consultant.
- Conduct the audience research.
- Complete the creative design work for the pilot campaign.
- Direct production of the campaign materials/programs.
- Disseminate the campaign.
- Evaluate the campaign with input from local consultants.

C2. Inputs and Activities

Working with the WCU and senior MPWWR staff and in consultation with USAID, William Smith helped prepare the plan for the pilot campaign. As a part of this effort, Dr. Smith and ministry officials visited the pilot site. Dr. Smith also identified local consultants and firms to carry out the work. The decision was made to use local expertise rather than bringing in expatriate advisors, mainly because of the language capabilities and excellent communication resources available in Egypt. The plan was actually prepared during component #1; because of the short time period, it became the operational plan for the pilot campaign.

The firm of Wafai & Associates was contracted to conduct audience research for the pilot campaign. Dr. Mohamad Wafai worked with Dr. Smith and MPWWR officials in the design of the research. Dr. Wafai and his staff conducted the field research using a combination of focus groups and in-depth interviews. They also provided two days of training for the WCU staff on interview techniques and used the staff to help with the interviews. Dr. Wafai gave briefing seminars to MPWWR and USAID staff on the findings of the campaign.

The problem of keeping mesqas clean cannot be separated from other community problems. For example, the lack of a village garbage collection system prevents keeping mesqas free of garbage.

Using the field research as the base, Dr. Farag Elkamal and his company, Center for Development Communication (CDC), were contracted to design and implement the pilot campaign. The approach was to first interview farmers and community leaders on videotape, asking them to explain problems related to the mesqa and their suggestions for improvement. This was followed by a community meeting where these interviews were shown, followed by a “town meeting” where decisions for action were taken. This process led to farmers’ establishing a committee to collect money from farmers along the mesqa and hiring a machine to clean the mesqa. The MPWWR provided some equipment to pick up the refuse and haul it away. Observers noted the speed with which these actions occurred, the success achieved in securing cooperation among the farmers, and the level of community involvement. At the same time, it was realized that the root problem—the lack of garbage collection and wastewater treatment—had not been resolved, and that long-term maintenance of the mesqa would thus be difficult. However, this activity did

demonstrate to MPWWR and others that community participation and action can be stimulated through a well-designed campaign.

Part of the campaign was to videotape farmers and villagers to stimulate discussion during the village meeting. This was done successfully. Dr. Smith's plan specified that the whole process would be videotaped and a documentary prepared that could be shown to MPWWR officials, used in training MPWWR field staff in participatory methods, and broadcast in its entirety or in segments on television. The unedited version of the videotape in various stages of production was shown and reviewed with MPWWR and USAID officials. The entire 30-minute documentary tape was shown to the minister and approximately 35 senior ministry officials as part of the second briefing seminar (see component #4).

A special presentation by Drs. Woods, Wafai, and Farag Elkamal was given to approximately 20 USAID officials describing the pilot campaign as a successful village participatory exercise. The presentation summarized the research findings, and included a special seven-minute summary of the documentary tape. The documentary tape was prepared with English subtitles for non-Arabic speaking groups.

The MPWWR listened to the people in the demonstration mesqa clean-up program. Villagers said that the basic problem was the lack of garbage pick up service, which is the responsibility of another ministry. MPWWR worked with the village to construct a garbage collection box next to the mesqa. The village made the arrangements and paid for carrying away the garbage. MPWWR is now investigating similar construction arrangements for other mesqas, which will save the ministry, farmers, and the community money and help maintain clean mesqas.

The decision was made to have the WCU staff do the follow-up evaluation of the campaign, rather than using an outside local consultant. This was done. The WCU staff found that some garbage had been dumped into the mesqa because the system of garbage collection had not yet been resolved. However, the community appeared receptive to working together to resolve the other problems that will affect the long-term well-being of the mesqa. The farmers and community seemed willing to work together to address other issues related to water conservation and prevention of water pollution. The ministry agreed to assist by building a garbage collection box.

C3. Deliverables

- The pilot communications campaign implementation plan prepared in component #1 served as the overall plan for the pilot campaign.
- The field research produced a report entitled "Perceptions, Attitudes, and Behavior of Egyptian Farmers Regarding Irrigation Canals: Qualitative Audience Research Report (Baseline)."
- A special briefing concerning the pilot campaign was held for USAID mission officials.
- The documentary tape about the pilot campaign was shown to the minister and MPWWR senior staff.
- The pilot campaign resulted in a clean mesqa for several weeks. More important, the campaign showed that such efforts can have an effect on attitudes in the community, convincing people that by working together, they can address problems such as garbage collection services and wastewater treatment, resulting in long-term improvement of the mesqa and the resolution of other

While women normally do not clean mesqas, they play a vital role in keeping the mesqas clean as they are responsible for family waste disposal.

problems facing the community. The MPWWR continued contact with the community and agreed to construct a garage collection bin. The community agreed to contract a group to haul away the solid waste.

- Four versions of the videotape were produced:
 - Interviews of farmers and community leaders for use in the community meeting (these interviews could be used in other communities in the future)
 - Documentary tape showing how the campaign was carried out and its successful results
 - A seven-minute summary of the documentary tape to show to special groups
 - A special version of the documentary tape with English subtitles

D. Component #3: Provide Initial Training and Other Assistance

The WCU was officially created on July 15, 1995 and 10 MPWWR staff were assigned to the unit—4 engineers, 5 graduates from Cairo University Faculty of Mass Communication (2 journalism, 2 broadcasting, and 1 public relations), and 1 rural sociologist. None of the staff had prior work experience in the development communication field. Therefore, one of the objectives of the DO was to provide training to the staff to help them understand their jobs and, where possible, to help teach skills. This was done through on-the-job training and in workshops.

D1. SOW Specified

The following activities were listed in the SOW:

- Arrange for in-country training and on-the-job training by project advisors and local consultants.
- Arrange for two MPWWR staff to attend the Development Communications Planning Short Course at Iowa State University (held in the summer).
- Make communications workshops provided by the PRIDE NWRC Water Quality Conservation Unit buy-in available to Egyptians involved in the project.
- Provide any computer equipment needed for starting the water communications program.

D2. Inputs and Activities

Robert Kern provided the leadership for staff training. During his visits, he worked with the staff almost every morning, conducting formal group training sessions or working with individual staff members. His training combined strategic planning (identifying the goal, audience, and methods of a communication program) and practical skills (desktop publishing, for example). Early in the project, Dr. Kern did a training needs assessment, which guided him in developing the training program. At the end of the project, he prepared a paper describing the training that had been done and provided recommendations for future training.

John Woods worked with the staff in formal and informal sessions focusing on institutional development issues including developing role and functions of the WCU, job descriptions, and services to be provided. He also helped the staff prepare their presentations for the second briefing seminar to the minister and senior MPWWR staff. Dr. Woods also prepared a paper, "A Communication Primer," and discussed it with the staff. As part of the training, several WCU staff members were taken on field trips. Drs. Woods and Kern took the staff to spend a day at the National Irrigation Training Center. Dr. Kern took the staff to visit a Irrigation Improvement Project (IIP) site, and with Dr. Smith, visited the pilot campaign site. Drs. Kern and Meyer later revisited the pilot campaign site. Dr. Bassouni took the staff to visit a number of communications-related groups in Cairo, including mass media, research organizations, and advertising agencies. Dr. Hilleman took the staff to visit a graphic arts production company. Dr. Kern took the research coordinator to the Agricultural Extension and Rural Development Research Institute (AERDRI) to review the communication research carried out by the institute and explore possible ways the WCU could cooperate with the institute's work.

Mona Grieser conducted a seminar for the staff on the role of women in irrigation programs and their special communication needs. She also prepared a paper on gender concerns and distributed it to the staff. She worked with the WCU staff on integrating research information into communication programs.

William Smith conducted briefing sessions for the staff on how to plan and implement campaigns. He went with some of the staff to the pilot project site and reviewed how the campaign should be carried out. Dr. Smith also prepared a paper, "Sales Force Training of MPWWR Field Staff," and discussed it with USAID and MPWWR officials. This paper contributed to the decision of the ministry to include in the Ministerial Decree that the WCU, in cooperation with the National Irrigation Training Center, would train field staff on how to more effectively communicate and work with MPWWR clientele.

During the pilot campaign, Dr. Wafai conducted a two-day workshop for the WCU staff on how to conduct interviews and analyze data. Dr. Elkamal had the WCU staff participate in the videotaping of the documentary. Dr. Kern and Anthony Meyer, USAID/ Washington GreenCOM project officer, took some of the staff back to the pilot campaign site after the campaign to evaluate what had happened. Dr. Meyer met several times with the WCU staff to share experiences from GreenCOM programs in other countries and show them examples of materials produced.

At the beginning of the DO, it was found that seven MPWWR staff were at Colorado State University (CSU) for a special one-month communication training course. Two of the participants were WCU staff. Team members also learned that the Iowa State University short course was not going to be offered that year. The team therefore recommended that one of the instructors from the CSU course, Dan Hilleman, be brought to Egypt to conduct the course for WCU staff. This was done as a two-week workshop in Port Said, followed by one week in Cairo for all the staff, including the two who had gone to CSU. Dr. Hilleman prepared a detailed report on the workshop. One of the outputs of the workshop was

a prototype newsletter describing the WCU. This experience can be used by the staff in preparing the MPWWR internal newsletter.

The PRIDE workshop for the NWRC Water Quality Conservation Unit on technical writing was canceled. Some of the NWRC staff were instead invited to the workshop Dr. Kern conducted during his first trip.

Dr. Woods and Prof. Ali Agwa, local communication consultant and advisor to MPWWR, worked with Dr. Hesham in organizing weekly staff meetings to discuss what each staff member was doing and to brief each other on new programs.

MPWWR has more than 80,000 staff located throughout Egypt—the front line workers of the ministry. MPWWR staff are an important target audience for the messages of water scarcity and the need for water conservation and pollution prevention. The new WCU has been asked to train MPWWR field staff to communicate more effectively with farmers and communities.

It was possible to shift some unspent funds to increase the amount of equipment and supplies that could be purchased for the WCU. Since the unit was just starting, it had almost no equipment. Approximately \$35,000 was allocated for purchasing a computer system, data/video projector, 35 mm projector, and other equipment. Basic supplies for establishing the office were also purchased. Dr. Wadie and Prof. Ali Agwa also helped the unit to establish contacts with the IMS Monitoring Office to secure additional computers and office equipment.

D3. Deliverables

- During the period devoted to component #1, a training plan was prepared and reviewed with MPWWR and USAID. A training needs assessment was prepared by Dr. Kern.
- A two-week workshop for nine participants was conducted in Port Said by Dr. Hilleman. A paper was prepared to document the workshop which included examples of communications materials produced during the workshop.
- Approximately 40 half-days of formal and on-the-job training was done for WCU staff by GreenCOM advisors.
- Twelve field trips were organized for the WCU staff.
- A paper, “Sales Force Training of MPWWR Field Staff,” was produced and discussed with MPWWR and USAID officials.
- A paper, “A Communication Primer,” was produced and discussed with the WCU staff.
- Approximately \$35,000 worth of equipment and supplies was purchased for the WCU.
- A discussion paper, “Helping to Create and Train Water Communication Unit Staff,” was prepared by Dr. Kern and distributed to MPWWR and USAID officials.

E. Component #4: Prepare an Institutional Development Plan

This component drew upon the work done in the other components, focusing on tasks that remained in establishing a fully operational professional communications unit. The overall purpose of this DO was to help MPWWR create the WCU and identify WCU staff. While much was accomplished in a short time, the communications field is complex and the WCU requires well-trained, experienced staff, as well as proper equipment, facilities, and operating procedures to become a functioning unit. This component helped MPWWR identify the functions and services to be provided by the WCU. While job descriptions were drawn up for the staff, the unit is just beginning to operate.

E1. SOW Specified

The SOW listed the following activities:

- Assess the capabilities and resources that currently exist in the unit.
- Provide recommendations to the MPWWR on what should be done to establish a fully operating water communication unit and program.
- Provide briefings to MPWWR senior staff and donor agencies on the institutional development plan and their roles in implementation.
- Revise the program strategy and the functions/responsibilities of the water communication unit based on the experience gained.

E2. Inputs and Activities

Drs. Woods and Kern had a series of meetings with MPWWR senior staff, WCU staff, and USAID officials to review the original draft of the strategy paper, which covered subjects including MPWWR priorities and recommendations for establishing the WCU. Since the WCU had already been officially established by the Minister's Decree, it was decided that the strategy paper should be revised to become the MPWWR communication strategy. The sections of the original paper related to the establishment of the WCU would be shifted to and expanded upon in the institutional development report. The strategy paper went through at least five revisions before being finalized and printed for distribution.

All the GreenCOM advisors participated in the assessment of capabilities and resources of the staff and unit. The conclusion was that the WCU was just starting, and had thus far produced very little. The unit had almost no equipment, except for a few items bought at the end of the DO. However, the GreenCOM advisors concluded that the unit's staff were bright and motivated. Staff members' practical training was weak, with little relevance to development communication. However, with training and a "guided practice" approach to showing the staff how to develop and produce programs, there was much promise for the WCU. The advisors' conclusion was that the institutional development plan was very important and should be emphasized.

Dr. Woods and Dr. Hesham worked together to prepare the institutional development plan. It was originally developed in sections, often as an outgrowth of brainstorming sessions with the staff.

Greater public awareness should lead to the introduction of water policy reforms. Programs such as cost recovery for improved mesqas will not be accepted by farmers unless they first understand the implications of water scarcity and comprehend that improved mesqas and water conservation practices will benefit them.

Examples include the development of the list of services to be provided, job descriptions, and identifying the equipment needed. Working documents containing the various draft sections of the report were then reviewed with MPWWR and USAID officials. Drs. Kern and Woods worked with the WCU staff in developing the initial work plans, which were included in the institutional plan. The institutional development plan report was then assembled, edited, and printed.

On September 18, 1995, exactly three months following the original briefing, a briefing seminar was conducted for the minister and roughly 35 senior MPWWR staff, USAID officials, and representatives from other donors. A total of 51 people participated in the 2.5 hour seminar. The seminar was jointly organized by the WCU staff and Drs. Kern and Woods. Dr. Kern presented the revised MPWWR communication strategy and the pilot campaign video documentary was shown. The WCU staff each gave presentations on the services that the unit would develop. Dr. Woods then presented the institutional development strategy, focusing heavily on the interaction between the WCU and ministry departments.

During this period, weekly project management meetings were established involving Eng. Ahmed Fahmy, Dr. Heshim, Dr. Wadie, Prof. Ali Agwa and GreenCOM advisors. These sessions covered issues related to establishing the unit as well as reviewing the strategy and sections of the institutional development plan. With the help of Prof. Ali Agwa, Dr. Heshim held weekly WCU staff meetings to review what each staff member was doing and planning work for the coming week.

Working with Dr. Wadie, Dr. Woods prepared information for USAID to use in developing a possible follow-up project with MPWWR to support the WCU and to get the communication program up and operating.

E3. Deliverables

- The report, “The Ministry of Public Works and Water Resources Communication Strategy,” was finalized and reviewed with MPWWR and USAID officials.
- Drs. Kern and Hilleman included recommendations in their training reports on the types of training needed in the future.
- A report “Institutional Development Plan for Establishing the Water Communication Unit in MPWWR,” was completed and reviewed with MPWWR and USAID officials.
- A briefing seminar was organized jointly by WCU staff and the GreenCOM advisors for the minister, senior MPWWR staff, USAID officials, and representatives from other donors.
- Weekly project management meetings and weekly WCU staff meetings were conducted.
- Information was prepared for USAID to use in developing a possible follow-up project for supporting the WCU.

Since Egypt does not have academic programs or a professional cadre in development communication—combining technical subjects such as water engineering and communications—the new unit is staffed with a combination of engineers and communication specialists. The four engineers will be trained as communication planners and serve as the link with the technical departments. The five trained communications specialists will produce communication materials and maintain links with the mass media. The unit's sociologist will be responsible for communication research.

F. Conclusions and Recommendations

Even though this DO was short, it was a productive activity and much was accomplished. However, more support is needed before the WCU is a fully operating professional development communication unit. The following are observations and recommendations to support this goal:

Support at senior level. Clearly, one of the keys to the success of this DO and, more important, to the future of the WCU is the support it receives from H.E. Minister Radi and other senior staff in MPWWR. It is important for them to realize that it will take time to develop the unit into a fully functioning professional operation. Like most disciplines, development communications requires professionally trained staff with a wide variety of experiences. WCU staff members must be guided and encouraged to realize their potential.

No role model available. One of the greatest difficulties is that there is no other program in Egypt or in the region to serve as a role model for WCU staff and MPWWR officials. WCU staff thus have difficulties in fully understanding what they should be doing. It is important that future assistance programs take a “guided practice” approach to expose WCU staff to how professional development communication units operate. The ministry strategy and institutional development plans establish an excellent framework on what the WCU should do, what programs to develop, priority subjects to address, and the overall approach to be taken. What is now needed, through the guided practice approach, is to show the staff how to operationalize the program: design and manage campaigns, produce various types of communications materials and programs on technically oriented development subjects, work with ministry technical specialists and policy makers, negotiate with mass media, and other practical skills.

Establishing basic services. There are a number of activities that the WCU must carry out. The first is to get to know the ministry, its programs, and concerns. Secondly, the WCU needs to establish contact with the major channels of communication in Egypt including mass media, NGOs, schools, and other groups. Included in this are groups such as the Agricultural Extension and Rural Development Research Institute (AERDRI) which collects research on communication with farmers and other groups. Finally, the WCU must establish basic services: put together news releases for the mass media, prepare people for interviews on radio and TV, produce the MPWWR internal newsletter, and other tasks. This will require establishing contacts with groups who can be contracted to do printing, produce TV videos and conduct communication research. Having these basic services operating will be necessary to the effective design and implementation of awareness campaigns.

While communications media are important for public awareness, community participation is essential in encouraging farmers to properly maintain mesqas.

Need for further assistance. It is estimated that approximately three years of additional outside assistance will be needed for training staff, securing needed equipment, and getting the program operational. WCU needs include expatriate and local advisors, staff training, equipment and supplies, and funds for contracting local services.

A bold new approach for the MPWWR. The establishment of the water communication program as a participatory approach is a new way of doing business for the MPWWR. It introduces the human component into the ministry’s traditional engineering-focused program. Getting feedback from ministry clientele will be important in judging the effectiveness of policies formulated by the MPWWR and deciding whether these policies are being properly implemented. While the ministry is to be congratulated on taking

this new approach, it will require much effort to inform and win over ministry staff, both at the headquarters and in the field. The results will most certainly be worth the effort.

ANNEX A
GreenCOM CONSULTANTS

| Consultant | Dates | Days Worked |
|----------------------------------|------------------|--------------------|
| John Woods | April-May | 26.37 |
| Bob Kern | May | 21 |
| Mona Greiser | May 18-May 26 | 6 |
| Bill Smith | June 14-June 23 | 5 |
| Bassiouni Hamada (Local Hire) | June | 24 |
| Monkhtar El-Kheir | June-September | 60 |
| Mohamed Wafai | June-September | 40 |
| Farag El-Kamel | June-September | 40 |
| Prof. Ali Agwa (Local Hire) | August-October | 16 |
| Dan Hilleman | July-August | 27.5 |
| Bob Kern | August-September | 30 |
| John Woods | August-September | 32 |
| John Woods | October-November | 8 |

ANNEX B

LIST OF PUBLICATIONS

“Briefing Meeting to Review the Suggested Strategy for Establishing a Water Communications Unit in the Ministry of Public Works and Water Resources,” June 1995.

"Perceptions, Attitudes and Behavior of Egyptian Farmers Regarding Irrigation Canals: Qualitative Audience Research Report (Baseline)," by Wafai and Associates, July 1995.

“Mid-term Report. GreenCOM Project to Help Establish a Water Communications Unit in the Ministry of Public Works and Water Resources in Egypt,” July 1995.

“Institutional Development Plan for Establishing the Water Communication Unit in the Ministry of Public Works and Water Resources,” September 1995.

“Communication Strategy—The Ministry of Public Works and Water Resources,” September 1995.

“Final Report—GreenCOM Project to Help Establish a Water Communication Unit in the Ministry of Public Works and Water Resources,” January 1996.

ANNEX C

LIST OF EQUIPMENT PROCURED BY CHEMONICS INTERNATIONAL INC. AND CHEMONICS EGYPT

2 radio cassette recorders
 1 Cannon camera model EOS 50-0, with zoom lens
 1 camera tripod
 1 HP LaserJet printer
 1 microsoft office professional 4.3
 1 color thermal printer
 1 overhead projector
 1 display screen with a tripod
 1 Dell computer, Pentium, MS Perfect Office, Adobe Pagemaker, SGSCI Lap Tech computer speaker
 1 Sharp XG-E650U video/data projector
 1 carrying case for video/data projector
 1 Kodak Ektographic 35 mm slide projector, with three spare bulbs and three spare trays, and zoom lens
 1 carrying case for 35 mm slide projector
 1 Zip Drive
 1 220v to 110v transformer for Zip Drive
 1 ProPC/TV plus video converter, PAL

ANNEX D: Purchase Orders Issued (by AED)

1. Wafai & Associates: Research on Egyptian farmers -- June 26th through July 15, 1995
2. Center for Development Communication:
 - a. Filming and footage for video -- July 8 through August 20, 1995
 - b. Final editing and production of video -- July 22 through September 15, 1995
 - c. Translation and subtitles for video -- September 1 through September 21, 1995

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